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PROGRAMME PLANNING

Country and intercountry programmes and projects

THIRD COUNTRY PROGRAMME FOR TOKELAU

Programme period	Resources	$
January 1992-December 1996	Net IPF	1 331 000
	Estimated cost-sharing	-
	Total	1 331 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. Tokelau is a Non-Self-Governing Territory administered by New Zealand. Most of the powers of the New Zealand Administrator for Tokelau are delegated to the Official Secretary, who is the head of the Tokelau Public Service at the Office for Tokelau Affairs (OTA), which manages the day-to-day affairs of Tokelau. The OTA is located in Apia, Western Samoa, 470 kilometres from Tokelau. Tokelau comprises three atolls with a total area of 12 square kilometres and a population of about 1,700. With free access to New Zealand, twice as many Tokelauans live in New Zealand.

2. The people's livelihood is based on subsistence agriculture and fishing supplemented by wage income from public works and agriculture, sale of copra and handicrafts, and remittances. The public service, supported by New Zealand, is the main employer. All wage worker positions are rotated as a means of distributing income from public sector employment. Disparity in the national income has become one of the foremost preoccupations of the local leadership.

3. Per capita gross domestic product (GDP) for 1985/86 was estimated at $830. Life expectancy is 70 years for women and 65 years for men. The health of the population is declining, with an increase in the incidence of nutritional and other diseases attributable to changes in lifestyle. The literacy rate is nearly 100 per cent.

4. The main problems facing Tokelau are those arising from its isolation and fragile atoll environment. The former makes it crucial to have good telecommunications, while the latter will require careful management in order to support sustainable development for the Tokelau community. Although Tokelau is situated just north of the main cyclone paths of the South Pacific, it was hit by serious cyclones in 1987 and 1990, and again in December 1991.

B. National development objectives and strategies

5. Tokelau's development objectives are to develop a national identity and assume a greater degree of self-government, improve the standard of living, ensure equitable distribution of resources, and to encourage the active participation of people in the development process. The two main strategies for achieving these objectives are to develop a modern transport and communications system, and to enhance and supplement the current subsistence lifestyle.

II. EXTERNAL COOPERATION

A. External cooperation priorities

6. As the administering authority, New Zealand provides more than 90 per cent of total development assistance to Tokelau. On a yearly basis New Zealand provides approximately $2,465,000 for budgetary support, and $261,000 for bilateral projects. In 1991, an additional $757,000 was spent by New Zealand on the inter-atoll vessel, the primary means of transportation within the territory. UNDP is the second largest donor to Tokelau with an IPF of $1,331,000 over five years, including the carry-over from the fourth cycle. Assistance is also provided by the South Pacific Commission and a few other multilateral and regional organizations. Given the level of budgetary support, a large proportion of external assistance is provided to public administration (70 per cent), followed by transport and communications (20 per cent), and the social sectors (10 per cent).

B. Aid coordination arrangements

7. With only a few donors, essentially New Zealand and UNDP, aid coordination for Tokelau is straightforward. The Official Secretary serves as the main focal point for coordination. Occasionally, direct consultations between New Zealand and UNDP take place. The Department of Economic Affairs and Information deals with project submissions, and the Finance Department is responsible for financial accounts. UNDP has helped enhance the aid coordination capacity by providing computer equipment and training.

III. THE COUNTRY PROGRAMME

A. Assessment of the ongoing country programme

8. The overall assessment of Tokelau's second country programme concluded that its impact would have been greater if the IPF had been spent on a few large projects instead of being spread over many small ones. Even so, a positive impact was made in the fields of meteorology, energy, telecommunications, Tokelau culture and human resource development. Besides the installation of anemometers, automatic weather stations, generators and a single channel radio link, Tokelauans received training in related fields and in management, accounting and computer skills. Also, considerable work was done on Tokelau customary law, educational materials were developed, and a Tokelau dictionary and a history book were published.

9. Tokelau's isolation, inadequate transport and communications, and vulnerability to cyclones were major obstacles to development during the period of the country programme. Also, two major projects (in the sectors of energy and telecommunications) failed to meet their objectives due, in part, to inappropriate technology. United Nations volunteers have proved a most cost-effective way of providing assistance. United Nations volunteers

programme (UNV) specialists working with the OTA during the second country programme have had an impact on planning, community development and the maintenance of essential infrastructure.

B. Proposals for UNDP cooperation

1. Preparatory process

10. The process of preparing the third country programme involved reviews of the second country programme as well as consultations between the Tokelau administration, UNDP, New Zealand and specialized agencies of the United Nations system. The mid-term review of the country programme in May 1989 identified future directions for UNDP cooperation. A country programme assessment was carried out by a consultant in 1991. These reviews provided inputs to UNDP's Advisory Note, which provided the basis for discussions between the Tokelau administration and UNDP in formulating the third country programme.

2. Strategy for UNDP cooperation

11. The strategy for determining UNDP cooperation included careful review of the Government's priority needs, proposed interventions of the other donors, the areas of focus as mandated by UNDP's Governing Council and UNDP's comparative advantages. The latter included its flexibility in responding to national needs, political neutrality, access to a global network of technical expertise, cost-effective modalities, including the use of UNVs and the United Nations International Short-Term Advisory Resources (UNISTAR), and additional support to country programme activities through its subregional programme. It is proposed that support under the third country programme focus on the development of telecommunications. In addition, assistance provided during the second country programme for management capacity-building and water supplies will continue.

3. Proposed UNDP cooperation in selected areas of concentration

Development of telecommunications

12. Tokelau is very small and isolated with very particular communications and transport problems, including the fact that, with the agreement of the Government of Western Samoa, the OTA is located in Apia. Telecommunications with the outside world and between Tokelau's three constituent atolls is limited to a single-channel radio link provided by UNDP, which allows for communication only between two atolls in Tokelau or between one atoll and Apia at the same time. The limitations of this system was demonstrated during the recent cyclone. As there is no airport, Tokelau relies on a monthly shipping link from Apia for all transport, including passengers, cargo and mail. Given Tokelau's objectives of having its people assume a greater degree of self-government and the need to enable the administrative body to be close to

the people, most of the functions of the OTA are planned to be transferred from Apia to Tokelau. Improvements in communications, particularly telecommunications, therefore, are considered essential.

13. New Zealand is providing an inter-atoll vessel to improve transportation between the atolls. OTA is seeking assistance from the Pacific Operations Centre of the Economic and Social Commission for Asia and the Pacific (ESCAP) to improve the Apia-Tokelau shipping link.

14. Further UNDP cooperation is required to improve telecommunications. This will involve an evaluation of alternative systems (including technical, economic and financial aspects) for a decision on a feasible alternative for Tokelau, as well as subsequent acquisition and installation of the selected system, and development of the required technical, institutional and management capacity. With regards to training, UNDP support will help create employable skills in telecommunications and also enable the transfer of technology to Tokelauans.

15. The first phase of UNDP cooperation will focus on a feasibility report on the further development of telecommunications. Upon selection and implementation of a feasible system, institutional capacity will be established and the required technical training provided by UNDP to Tokelauans. A total of $919,000, 70 per cent of the IPF, is allocated to the development of telecommunications.

16. The installation of a telecommunications system, once its feasibility is established, will require complementary assistance for the provision of the required equipment. New Zealand has expressed its interest, in principle, in participating in the further development of telecommunications for Tokelau.

C. Assistance outside the main country programme areas

17. Two areas of ongoing assistance will continue into the third country programme. A follow-up project to the ongoing Development Training and Technical Services project dealing with management capacity-building will be undertaken. The project will strengthen local institutions on the atolls and upgrade the capability of public servants through on-the-job training, placement and training courses, as well as providing required materials. During the formulation phase of the follow-up project, priority needs will be identified. Fifteen per cent of the IPF ($200,000) is allocated for the project. The second area of ongoing assistance is the completion of the Water Supply Project. An allocation of $212,000, 15 per cent of the IPF, has been committed to build the remaining water tanks to complete the project. In addition to these two projects, a cyclone rehabilitation project for the construction of seawalls, which began in 1991, will continue during the third country programme. Funding of $300,000 for the project is provided from Special Programme Resources.

D. Implementation and management arrangements

18. Coordination and monitoring of programme implementation will be done through regular meetings between the OTA and UNDP. To monitor project progress on the ground, UNDP programme staff and senior management will visit project sites in Tokelau at regular intervals. The mid-term review of the country programme will provide the opportunity to take stock of the progress of programme implementation. An end-of-programme review is envisaged. UNV specialists will continue to be engaged in the programmes.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

Carry-over from fourth cycle IPF	134	
Fifth cycle IPF	1 197	
Subtotal IPF		1 331
Project cost-sharing (Government)	-	
Project cost-sharing (Third-party)	-	
Programme cost-sharing	-	
Subtotal cost-sharing		-
TOTAL		1 331

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

Area of concentration	IPF	Cost-sharing	Total	Percentage of total resources
Telecommunications development	919	-	919	70
Other projects	412	-	412	30
TOTAL	1 331	-	1 331	100

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III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION

(Thousands of dollars)

A. UNDP-administered funds		
Special Programme Resources a/	300 000	
UNCDF	-	
UNSO	-	
UNIFEM	-	
UNRFNRE	-	
UNFSTD	-	
Subtotal		300 000
B. Other United Nations resources		
JCGP participating agencies	-	
Other United Nations agencies (non-UNDP financed)	-	
Global Environment Facility b/	-	
Subtotal		-
C. Non-United Nations resources	-	
Subtotal		-
TOTAL		300 000

a/ Reconstruction and Rebuilding of Seawall (TOK/90/002).

b/ Although the precise nature and scope of assistance is not yet known, the Pacific Biodiversity Programme funded by GEF will provide some assistance.

Annex II

PROGRAMME MATRIX

Area of concentration	Area of focus a/					
	Poverty eradication and grass-roots participation	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	WID
Telecommunications development			*	*	*	

a/ Asterisks indicate major linkage only.